

Commission on the Constitution

WRITTEN EVIDENCE

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THE WELSH OFFICE

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1969

COMMISSION ON THE CONSTITUTION

Terms of Reference

To examine the present functions of the central legislature and government in relation to the several countries, nations and regions of the United Kingdom;

to consider, having regard to developments in local government organisation and in the administrative and other relationships between the various parts of the United Kingdom, and to the interests of the prosperity and good government of Our people under the Crown, whether any changes are desirable in those functions or otherwise in present constitutional and economic relationships;

to consider, also, whether any changes are desirable in the constitutional and economic relationships between the United Kingdom and the Channel Islands and the Isle of Man.

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CENTRAL GOVERNMENT IN WALES

Memorandum by the Welsh Office

The present memorandum gives a brief account of central government generally in relation to Wales and a fuller account of the work of the Welsh Office. More detailed information about the work in relation to Wales of other Government Departments will be found in other memoranda.

I. HISTORICAL

2. Under the Tudors, Wales was joined with England and, after the Act of Union, 1536, which "incorporated, united and annexed" Wales "to and with" the realm of England, it had (with certain exceptions such as the Council of Wales centred at Ludlow) the same pattern of government as England.

3. The present deviations from this pattern can be traced to the re-awakening of national consciousness in Wales in the nineteenth century. This re-awakening was largely stimulated by the criticisms of the Welsh language and the state of Welsh education made by the Government Commissioners who reported in 1847, by the poverty of rural Wales and by the division between the largely Nonconformist, Welsh-speaking, working classes and the largely Anglicised, Church of England, upper classes. The democratic reforms of the middle century led to the return of a new type of Member of Parliament and the Welsh group that was formed in the House of Commons was able to get attention paid to Welsh issues. The University of Wales, the National Library and the National Museum are products of this period. The first enactment to treat Wales separately was the Welsh Sunday Closing Act, 1881, embodying principles which are reflected in current licensing legislation providing for local option polls in Wales. A major issue was the disestablishment of the Church, and the long drawn out battle on this was eventually resolved by the Act of 1914.

4. Stimulated by the Irish problem, devolution became a live issue, although the Welsh attitude to this was different to both the Scottish and the Irish attitudes. The "Cymru Fydd" (New Wales) movement aroused interest in it and following a national conference organised by them in 1886, a National Institutions (Wales) Bill was presented to Parliament in 1892. This proposed the establishment of a Secretary of State and a National Council, the former to take over the functions of most of the existing Government Departments in Wales and the latter to discuss matters of common interest to Wales and to pass legislative measures "in the nature of private bills concerned with Welsh public works". A Welsh Education Department was also proposed. In 1914 a Government of Wales Bill was introduced. Following the pattern of the Government of Ireland Bill, a single chamber parliament was proposed for the transaction of the affairs of Wales (including the county of Monmouth). It was to consist of 95 members returned by constituencies. Representation of Wales in the House of Commons by 34 members was retained "this arrangement being regarded as temporary until English affairs are dealt with by an English legislature". This qualification reflected the tendency for Parliamentary interest to develop in favour of home rule all round - that is, for all the constituent nations of the Kingdom. The First World War interrupted discussion. A further Bill (Government of Wales and Scotland Bill) introduced in 1922 foundered over the question of representation of the County Councils and after Lloyd George advised its sponsors to go for home rule all round, the Bill was dropped. These were all Private Members Bills and from the limited support they obtained from Welsh Members, it was clear that Wales itself was far from being united in favour of home rule. Dissatisfaction amongst the nationalist sympathisers with the readiness of the main parties to progress

towards devolution at this time was a factor in the establishment of the Welsh Nationalist Party (Plaid Cymru) in 1925 as an independent party working towards self government for Wales.

5. The special requirements of Wales received most recognition in the fields of education, agriculture and health. The intense interest in public education, already shown by the growth of Board schools in Wales and the founding of the University College of Wales at Aberystwyth in 1872, was reflected in a demand for the provision of secondary and higher education in Wales. The Welsh Intermediate Education Act 1889 gave the new County Councils (set up the previous year) the responsibility for implementing and for establishing a system of secondary education, a pattern to be followed by similar provisions for England some thirteen years later. The Central Welsh Board was established in 1896 as an examining and inspecting board for the schools. Requests for a National Welsh Council for Education were made at this time and the 1889 Bill provided originally for such a body. This request was revived in 1906 in a Bill whose main objects were to transfer public elementary schools to local authorities and to regulate the provision of religious instruction in such schools. Part IV of the Bill proposed a Council for Wales with representatives from county and county borough councils and from urban districts, but the Bill was rejected by the Lords. In its place the Welsh Department of the Board of Education was established in 1907 for "the better administration of primary, secondary and technical education in Wales and Monmouthshire". The Permanent Secretary of the Welsh Department, whose office was in London, was given from the outset direct access to the Minister of Education. A separate schools inspectorate was also appointed for Wales.

6. "The land" had always been an emotional issue in Wales. Relationships between landlords and tenants had progressively deteriorated during the 19th century and the 1868 election heralded a period during which this tension was given an added political dimension. The estrangement of the tenantry from the established Church (which reinforced their dislike of tithes) and the Great Depression in agriculture during the last quarter of the century brought matters to a head. Pressure for greater security of tenure for tenant farmers eventually led to the appointment of a Royal Commission (1893 - 1896) into the condition of Welsh agriculture. Although the solution of many of the problems was already in sight, pressure continued to be exerted in favour of special consideration for Welsh agriculture. In 1912 a Council of Agriculturists for Wales was created with a Welsh-speaking inspector and an agricultural commissioner. With no powers and no funds this Council did not meet with favour and there was pressure for a fully autonomous Welsh Board of Agriculture. In 1919 the Welsh Department of the Ministry of Agriculture was established, responsible for a limited range of functions in Wales. Its head, the Welsh Secretary, was given the function of advising the Ministry on questions of special interest and concern to Wales.

7. In the fields of insurance and health Lloyd George's National Insurance Act of 1911 provided for the appointment of a National Insurance Commission and also separate national commissions for the four countries of Great Britain. When the Ministry of Health Act 1919 was passed, section 5 required the constitution of a Board of Health in Wales through which the Minister "may exercise and perform in Wales in such manner as he may think fit in any of these powers and duties". Consultative Councils for England, Wales and Scotland were also established. The Welsh Board of Health became the central authority in Wales for health and poor law matters. It was appointed by the Minister and consisted of a chairman, a medical member and a lay member. The Board was responsible for general establishment functions. Its expenditure

was borne on the Vote of the Ministry of Health but the provision of moneys for Wales was made under separate sub-heads.

8. During the inter-war years Welsh political life was dominated by the severe economic depression and by labour problems. There was a fall in interest in home rule but attempts were made in 1928 and 1930 to secure the appointment of a Secretary of State for Wales and a request was made in 1930 for provision for the passage of Welsh Bills similar to those in operation for Scotland. In 1937 a Secretary of State for Wales and Monmouthshire Bill proposed the establishment of a Department of State for Wales (to be known as the Welsh Office) with powers and functions similar to the Scottish Office.

9. Pressure also continued for a National Council for Education in Wales. In 1927 a joint deputation of the Central Welsh Board, the Welsh Federation of Local Education Authorities and the University unsuccessfully submitted the case for such a Council to the President of the Board of Education and attempts were made to revive the idea in 1931 and 1935.

10. During the inter-war years the hold of the language was weakening, and realisation of this led to the founding of Welsh language institutions, amongst which the most successful was the Welsh League of Youth (Urdd Gobaith Cymru) founded in 1922. Although certain enactments such as the Coal Mines Regulation Act 1887, the Quarries Act 1894 and the Administration of Justice (Miscellaneous Provisions) Act 1932 recommended (other things being equal) the appointment of Welsh-speaking officials, the language of justice and administration remained English. At the end of the thirties a petition for the equal status of the Welsh language attracted 350,000 signatures, and led to the enactment of the Welsh Courts Act, 1942.

11. In Wales, as elsewhere in Britain, the Second World War saw a rapid expansion of government administration and a substantial decentralisation to the regions. In 1940 the Welsh Board of Health assumed responsibility for housing, sewerage, water supplies, loan sanctions, provisional orders and other miscellaneous local government services. In addition a number of other regional offices were established. By 1945 fifteen Government Departments had offices in Wales.

12. Another feature of the war years was the acceptance of the need to appoint bodies to advise Ministers on the application of policies in Wales. In 1942, the Welsh Reconstruction Advisory Council, established to advise on the problems likely to be encountered in the post war period, recommended that the interest of Wales would be best served by acting on the principle of decentralisation. The 1944 Education Acts provided for the appointment of a Central Advisory Committee for Education for Wales.

13. After the war there was renewed demand for devolution and two Government of Wales Bills were introduced by Private Members – the first in the House of Commons in 1954 and the second in the House of Lords in 1967, but neither received wide support and survived second reading. The 1954 Bill proposed that there should be established in Wales a single chamber Parliament, to be known as the Senate of Wales, for the transaction of the domestic affairs of Wales excluding foreign affairs, defence, honours, foreign trade, currency, trade matters. The Senate should consist of 72 members returned by the existing (36) constituencies but Wales would continue to be represented in the House of Commons by 36 members. A joint Exchequer Board was proposed to adjust the financial relationship between Wales and the United Kingdom. The Bill provided for the appointment of Ministers of Wales as the heads of Departments of the Government in Wales. It also proposed that there should be established in Wales a Supreme Court of Judicature. The 1967 Bill also provided for a 72 member single chamber Parliament of Wales having 'sole

power to make laws for the peace, order and good Government of Wales' with exceptions reserved to Westminster broadly on the same lines as the 1954 Bill.

14. The main steps taken in the direction of devolution were in the field of Ministerial responsibility. In October 1951 the office of Minister for Welsh Affairs was created and held by the Secretary of State for the Home Department until, in January 1957, it was transferred to the Minister of Housing and Local Government. In December of the latter year, a full-time Minister of State for Welsh Affairs was appointed to work in association with the Minister of Housing and Local Government. Finally, in response to the continuing demand for a treatment of Wales more comparable with that of Scotland, the Labour Government, when it was formed in October 1964, included a Secretary of State for Wales, and functions were transferred to him initially mainly from the Minister of Housing and Local Government and the Minister of Transport.

15. The post-war years also saw a significant decentralisation of central government administration to Wales. In 1951 the redistribution of the duties of the Minister of Health was the occasion for the establishment of the Welsh Office of the Ministry of Housing and Local Government. In the same year the post of Welsh Secretary, Welsh Department of Agriculture and Fisheries was raised to the grade of Under-Secretary and arrangements made to ensure that the Welsh Secretary was brought into consultation on all matters in which Wales had a special interest. In 1951 too the Permanent Secretary of the Welsh Department of Education, whose office until then had been in London, was also given an office in Cardiff where up to then only the Welsh inspectorate of schools had been located. These three offices and the Welsh Board of Health, all of them under an Under-Secretary with the necessary staffs and with the responsibility for discharging most of the administrative functions in Wales of their respective Ministers, represented a high degree of decentralisation. Of the four the Welsh Office of the Ministry of Housing and Local Government came to have the widest range of duties and the largest number of administrative staff and when the Secretary of State for Wales was appointed in October, 1964, it (with the addition mainly of the office of the Divisional Road Engineer for Wales) became his office. When on 1st April, 1969, the Secretary of State for Wales took over responsibility for health in Wales, the staff of the Welsh Board of Health became the Health Department of the Welsh Office.

16. At the end of the Second World War, machinery was established to co-ordinate the work of Government departments in Wales. From 1945 a Conference of Heads of Government Offices in Wales met regularly in order to review the general execution of Government Policy in Wales, to advise Ministers on questions of general administration and to submit a report as a basis for the Annual Command paper on government action in Wales. In 1965 a Planning Board was established as part of the economic planning machinery that was then set up to co-ordinate administrative action on matters of economic interest in Wales and to co-operate with the Welsh Economic Council. This corresponded to the regional machinery set up for the English regions and for Scotland.

17. The post-war period has also seen the establishment of various advisory bodies to make known Welsh views on matters of concern to the government. Some of these were set up under statute and others by administrative action. Most gave expert advice in particular fields but the Council for Wales and Monmouthshire appointed in 1949 as successor to the war-time Advisory Council had a wider remit, namely to secure that the Government was adequately informed of the impact of Government activities on the general life of the people of Wales and Monmouthshire. The Council was originally composed of representatives of local authorities, industry and agriculture, the University

of Wales, the Welsh Joint Education Committee, the National Eisteddfod Council, the Welsh Tourist Board together with 3 members nominated by the Prime Minister. Of special interest in relation to government devolution are the Prime Minister's letter to the Council's Chairman (Cmnd. 334) and the Council's Second, Third and Fourth Memoranda. The Council for Wales and Monmouthshire was eventually wound up in 1966 and after its economic work had been taken over by the Welsh Economic Council under the chairmanship of the Minister of State for Wales. In its turn the latter was replaced in 1968 by the present Welsh Council appointed by the Secretary of State for Wales with rather wider terms of reference than the Welsh Economic Council and with its own (non-Ministerial) chairman.

18. During the post-war period there had been special provision for Welsh interests in some Acts of general application and there have also been Acts limited specifically to Welsh matters. Among the former were the Licensing Acts 1951 and 1954, and the provision for preference to be given to the appointment among candidates equally qualified of persons having a knowledge of the Welsh language which was retained in the Factories Act 1961 and Mines and Quarries Act 1954. Of greater import was increased provision for bodies parallel to those in England to study Welsh problems. For example, in the field of education, the Welsh Joint Education Committee was established in 1948 by order under the Education Act 1944 to be responsible, not only for the conduct of examinations in secondary and further education, but also for making recommendations to local education authorities on matters affecting education in Wales – a power which the Central Welsh Board did not have. Provision was also made in the Local Government Act 1958 for the setting up of a Local Government Commission for Wales to review the organisation of local government in Wales and to make proposals for changes desirable in the interests of effective and convenient local government. Their Report and proposals were submitted in December 1962.

19. In the category of legislation specifically directed at meeting Welsh requirements have been two private Bills which became the Eisteddfod Act 1959 and the Llangollen International Music Eisteddfod Act 1967: these made it clear that local authorities (excluding County Councils) had power to contribute from the rate fund to these national festivals. Two Government Bills were also passed dealing with the Welsh language. The Elections (Welsh Forms) Act 1964 provided for the use of Welsh on election forms and arose from a court case in which refusal of an Electoral Returning Officer in Carmarthenshire to accept Welsh forms was successfully challenged. Concern about the status accorded the Welsh language by existing legislation led to the setting up of the Hughes Parry Committee. The majority of the recommendations of this Committee were accepted by the Government, and the Welsh Language Act 1967 removed restrictions on the use of the Welsh language in public administration and the administration of justice in Wales and Monmouthshire.

20. One of the tasks which have occupied the Welsh Office has been that of local government reorganisation. The Commission for Wales set up under the Local Government Act 1958 having failed to produce acceptable proposals, the Government of the day undertook to prepare its own proposals and this undertaking was taken over by the newly appointed Secretary of State for Wales. A Working Party set up by him invited a number of informal advisers, whose names had been suggested by the local authority associations, to give their views as to what was wrong with the existing organisation and what remedial action should be taken. After analysing the replies, the Working Party prepared an Interim Memorandum which set out two possible alternative models for reorganisation – the first based on the retention of the existing tier

structure but with fewer and stronger authorities and the second based on a single tier of most-purpose authorities. The Memorandum also set out for discussion suggestions about a possible all-Wales Council whose members would be partly directly, and partly indirectly, elected and whose functions would be partly advisory and partly executive, the latter responsibilities being transferred not from local authorities or Government Departments but from various nominated bodies. In the light of the reactions received to this document and the further work done by the Working Party, the Government published in July 1967 (Cmnd. 3340) a White Paper proposing reorganisation on the basis of three county boroughs, five counties and 36 districts in place of the existing four, thirteen and 164 respectively. It proposed minor changes in the Welsh Economic Council and said that further consideration would be given by the Government to the strengthening of all-Wales machinery in the light of the reports of the Royal Commissions on Local Government in England and Scotland and other developments. Preparatory work is currently proceeding on legislation to implement the White Paper proposals for the local government structure; following consideration of representations on the White Paper the number of new counties now proposed is six and the number of new districts is 35.

21. Some light on the history of central government in Wales is thrown by Census information about the numbers employed in government in Wales compared with in England and Wales. The figures for 1841 – 1966 inclusive are summarised in Table 1. The changes in definitions referred to in the footnotes and also various adjustments in the responsibilities of central and local government (for example the transfers of responsibility for poor law, hospital, gas and electricity services away from the local authorities since 1931) need to be borne in mind when interpreting these figures. But it appears that the great growth in numbers of central government employees over the period as a whole has been much the same in Wales as in England and Wales, although there are indications that the Welsh share of this employment fell in 1921 and 1931. The number of local government employees grew faster in Wales than in England between 1841 and 1861 and between 1911 and 1921 and has since been at about the same level as the Welsh share of the total England and Wales population.

TABLE 1

Personsemployed in Central Government and Local Government in Wales and in England and Wales

Date of Census	Central Government employees in:			Local Government employees in:		
	Wales	England and Wales	% in Wales	Wales	England and Wales	% in Wales
1841	599	14,088	4.3	769	22,215	3.5
1851	1,798	36,155	5.0	1,047	27,215	3.9
1861	1,652	33,866	4.9	1,775	37,655	4.7
1871	2,256	53,930	4.2	2,262	51,441	4.4
1881	2,111	50,859	4.2	2,458	53,493	4.6
1891	3,679	79,241	4.6	2,841	65,851	4.4
1901	5,741	116,413	4.9	3,661	81,774	4.5
1911	8,415	203,890	4.1	5,566	146,684	3.8
1921	22,408	646,941	3.5	41,536	688,938	6.0
1931	18,367	551,317	3.3	51,915	826,742	6.3
1951	36,427	799,299	4.6	33,484	546,499	6.1
1961	35,930	781,820	4.6	37,400	566,910	6.6
1966	39,500	832,200	4.8	33,810	598,650	5.7

- Notes* 1. For all Censuses up to and including 1911 the Central Government Figures exclude all defence personnel; for 1921 and 1931 all defence personnel are included; for 1951, 1961 and 1966 the figures exclude the armed forces but include civilian defence personnel.
2. The Local Government figures include teachers employed by Local Authorities for the Censuses of 1921 and 1931 but not for other years.
3. Industrial staffs are excluded from Central Government employees.

II. WALES IN PARLIAMENT

22. Under the Representation of the People Act 1948 Wales is divided into 36 constituencies each returning a member to the House of Commons. There is no separate Welsh peerage but all the Peers of the United Kingdom with Welsh connections are Peers of Parliament and entitled to sit in the House of Lords.

23. The constitutional relationship between Parliament and the work of central government administration is the same for Wales as for England and Scotland. Government Departments operating in Wales, including the Welsh Office, are offices of Ministers of the Crown who are personally answerable to Parliament. The executive action which they take is subject to Parliamentary scrutiny and must be explained and justified as necessary by the responsible Minister. The whole range of Welsh business, whether conducted by the Secretary of State or by other Ministers, is thus subject to Parliamentary control. Any legislation which Ministers may propose is passed by Parliament after debate in both Houses although minor legislation may be examined by a special Welsh Parliamentary Committee. Estimates of the sums required for the conduct of public business are subject to scrutiny by the Estimates Committee of the House of Commons and are debated annually in Committee of Supply. Government expenditure in Wales is examined by the Comptroller and Auditor General and in the light of his reports by the Public Accounts Committee of the House of Commons. The Welsh Office, like other Departments, is also subject to investigation by the Parliamentary Commissioner for Administration.

24. Parliamentary questions about Welsh matters may be addressed to any of the Ministers responsible for them, and opportunities may also occur at any time while Parliament is sitting to debate matters of Welsh interest on the adjournment. Each Department has therefore to ensure that the action which it takes on its Minister's behalf and in his name in Wales is in accord with his policy and directions and is such that he can, if called upon to do so, justify it in Parliament. The Secretary of State for Wales has a fixed allocation of time in Parliament to answer questions on the activities of the Welsh Office, and there is also a specific Government spokesman on Welsh affairs in the House of Lords.

25. In addition to the general opportunities to raise matters of Welsh interest as described above, one day is allocated for the debate of Welsh affairs on the floor of the House during each Parliamentary Session.

26. Welsh affairs are also debated at sittings of the Welsh Grand Committee. This is a standing Committee of the House set up to consider such specified matters relating exclusively to Wales and Monmouthshire as may be referred to them. It consist of all Members sitting for constituencies in Wales and Monmouthshire together with not more than five other members to be nominated by the Committee of Selection. The procedure is for a motion to be made by a Minister of the Crown at the commencement of public business, to be decided without amendment or debate, to the effect that a specified matter or matters relating exclusively to Wales and Monmouthshire be referred to the Welsh Grand Committee for their consideration. If such a motion is agreed to, the Welsh Grand Committee must consider the matter or matters referred to them and report back that they have done so. Thus the Welsh Grand Committee acts as a forum wherein the views of Welsh Members and others on matters of importance to Wales can be discussed. The number of times it may meet is not now specified in the appropriate Standing Order of the House, but in the past the practice has generally been to meet about four times a year. It

will be noted that the work of the Welsh Grand Committee has differed in practice from that of the Scottish Grand Committee, in that it has not met to consider the Welsh estimates, nor to deal with legislation relating exclusively to Wales.

27. There is not a Select Committee on Welsh Affairs like that recently set up to look into Scottish affairs.

III. FUNCTIONS OF THE SECRETARY OF STATE

28. The functions of the Secretary of State were defined initially in a reply to a Parliamentary Question given by the Prime Minister on 19th November, 1964, as follows:

"As the House knows, the interests of Wales are now represented in the Cabinet by my right hon. Friend the Secretary of State. My right hon. Friend will have a Welsh Office in Cardiff, which will be adequately staffed, and a small Ministerial Office in London. He has already taken over responsibility for all issues affecting Wales which do not fall within the responsibility of any other Department. He will now take over virtually all the executive responsibilities of the Ministry of Housing and Local Government in Wales. In particular, my right hon. Friend will be responsible for housing, new towns, town and country planning and the organisation of local government. In view of the close link between policies on urban planning and on road planning he will also take over from my right hon. Friend the Minister of Transport responsibility for roads, including trunk roads, in Wales.

In the vital field of regional planning my right hon. Friend the Secretary of State for Wales will co-operate closely with my right hon. Friend the First Secretary of State and his Department will provide the Chairman of the Planning Board for Wales. The formulation and implementation of the plan for Wales will be done in conformity with the overall national policy for which my right hon. Friend the First Secretary of State is responsible.

With reference to the work of other Government Departments, the application of national policies in Wales will be for the Ministers centrally responsible; but my right hon. Friend will have oversight within Wales of the execution of national policy by the Ministry of Agriculture, Fisheries and Food, the Department of Education and Science, the Ministry of Health, the Ministry of Transport, the Board of Trade and the Ministry of Labour. For this purpose my right hon. Friend the Secretary of State will maintain close and regular contact with the heads of the Welsh Offices.

As regards Parliamentary Questions, my right hon. Friend the Secretary of State will deal with all those relating to his executive responsibilities and with those arising out of his responsibility for regional planning. In addition, by arrangement with the Ministers concerned he will answer in the House on matters of special concern to Wales arising out of the work of other Departments."

29. Since this announcement was made, the Secretary of State's executive functions have been extended to cover a number of additional responsibilities such as the National Library, the National Museum, ancient monuments, the health services, agriculture (shared with the Minister of Agriculture, Fisheries and Food), forestry and tourism and the number of Departments included in the field of oversight has been increased.

EXECUTIVE FUNCTIONS

30. The functions of the Secretary of State under the legislation in force at the time of the relevant Orders are defined in the following Transfer of Functions Orders:

- S.I.1965 No. 319 Secretary of State for Wales and Minister of Land and Natural Resources Order 1965.
- S.I.1965 No. 603 Transfer of Functions (Cultural Institutions) Order 1965.
- S.I.1966 No. 692 Transfer of Functions (Building Control and Historic Buildings) Order 1966.
- S.I.1967 No. 156 Ministry of Land and Natural Resources (Dissolution) Order 1967.
- S.I.1967 No. 486 Transfer of Functions (Miscellaneous) Order 1967.
- S.I.1969 No. 388 Transfer of Functions (Wales) Order 1969, which transfers functions relating to health, agriculture and fisheries and ancient monuments.

31. The general principles underlying these orders and also underlying certain legislation which has been passed since the date of the relevant Order and under which the Secretary of State has functions (e.g. the Town and Country Planning Act 1968) are as follows:

- (1) The legislation itself usually applies alike to England and Wales. The Secretary of State participates in the formulation of new policies, and the preparation of new legislation, applying alike to England and Wales. In practice the preparatory work is done mainly by the larger Whitehall Department but the Welsh Office is brought into consultation and relevant matters of particular significance in Wales are taken into account. Examples of this are section 5(1) of the Housing Subsidies Act 1967 providing for additional discretionary housing subsidies for authorities with small resources, the provision in the Countryside Act 1968 requiring the establishment of a Welsh Committee of the Countryside Commission, and the provision in the Development of Tourism Bill for a statutory tourist board for Wales. Welsh Office Ministers share with Ministers of the associated Whitehall Department the Parliamentary work on a Bill of joint interest.
- (2) In general, the responsibility for the making of major regulations and other instruments affecting England and Wales alike rests with the appropriate Minister, who makes them in consultation with the Secretary of State.
- (3) The application of the legislation in Wales is the responsibility of the Secretary of State, and in England of the appropriate Minister.
- (4) There are special arrangements for joint or several responsibility in relation to areas, such as those of some River Authorities, which lie partly in Wales and partly in England. Responsibility in relation to certain other matters affecting England and Wales together is also shared by the Secretary of State and the appropriate Minister. Thus, they are jointly responsible for the appointment of bodies such as the Countryside Commission, the Water Resources Board and the Central Housing Advisory Committee and for the formulation of a national policy relating to water under the provisions of the Water Act 1945 and the Water Resources Act 1963.

32. In more detail, the executive functions of the Secretary of State (particularly in relation to the application of legislation in Wales) are as follows:

Town and Country Planning

- (i) The Secretary of State is responsible for the administration of the Town and Country Planning Acts 1962 to 1968 in Wales, including the responsibility for the approval of the development or structure plans of the local planning authorities. He decides various kinds of appeal against the decisions of the local planning authorities including appeals against the refusal of planning permission, against the refusal to grant established use certificates and against the taking of enforcement action. He may also call in for his own determination significant applications for planning permission and applications for certain other consents under the Acts such as consents to the demolition or alteration of listed buildings.
- (ii) He is responsible for the designation of new towns in Wales, and the establishment of development corporations for them, under the New Towns Acts. He approves the proposals made by corporations for the development of the designated areas and the making of advances to corporations out of the sum authorised by Parliament to provide the capital needed by corporations to carry out development.
- (iii) The Secretary of State is responsible for listing buildings of special architectural or historic interest under the Town and Country Planning Act 1962. On the advice of his Historic Buildings Council he can make grants under the Historic Buildings and Ancient Monuments Act 1953 for the preservation of buildings of outstanding historic or architectural interest. He is also responsible for deciding appeals under the Town and Country Planning Act 1968 against the refusal of consent to the demolition or substantial alteration of listed buildings.
- (iv) The Secretary of State also has an extensive range of functions in the general amenity field, notably under the National Parks and Access to the Countryside Act 1949, the Civic Amenities Act 1967 and the Countryside Act 1968 as well as under the Planning Acts. He has access to the advice of the Countryside Commission and their Committee for Wales and is responsible in particular for the consideration of the Commission's proposals for the designation of national parks and areas of outstanding natural beauty in Wales. He also deals with applications from local authorities for grant towards the cost of providing amenities in those areas and the countryside generally, including the provision of accommodation, country parks, camping and picnic sites and recreational facilities on certain waterways. His jurisdiction in amenity matters extends to the preservation of trees, public rights of way, the registration and use of common land and the clearance of derelict land.
- (v) A planning function of special interest in Wales is that relating to derelict land. The Secretary of State approves for grant schemes submitted by local authorities (and, through the Derelict Land Unit in his Office, helps and advises local authorities in preparing them). He is also the "appropriate Minister" in Wales under the provisions of Part II of the Mines and Quarries (Tips) Act 1969 relating to the safety of disused tips.

Housing

- (vi) The Secretary of State is responsible in Wales for virtually all the housing functions which are, in England, carried out by the Minister of Housing and Local Government, and he has in Wales the same powers as those exercised by the Minister in England.

- (vii) These functions mainly relate to the administration of the Housing Acts, the Rent Acts and the Leasehold Reform Act. He is concerned with the consideration of local authority housing schemes for subsidy and loan sanction, the exercise of the quasi-judicial powers contained in the compulsory purchase and clearance provisions of the Housing Acts and the payment of all grants and subsidies relevant to housing.

Water, Sewerage, Radioactive materials

- (viii) The Secretary of State is responsible for matters under the Water Act, 1945, and the Water Resources Act, 1963. Acting jointly with the Minister of Housing and Local Government, he is charged with the formulation and implementation of a national water policy relating to the development, augmentation and redistribution of water resources in England and Wales. In relation to Wales, he covers the approval of schemes affecting water conservation, river regulation and capital works for the improvement of supply and distribution systems; the making of grants towards the cost of such works; and, where he considers it expedient for the purpose of securing a more efficient supply of water, he may, by order, reorganise Welsh water undertakings into more effective units. He has to decide appeals against any refusals of river authorities, or against conditions attached to any consents, to allow discharges to be made into rivers or streams.
- (ix) He is responsible for the approval of schemes by local authorities for sewerage and sewage disposal and the awarding of grants for such schemes. He also handles applications for permission to use radioactive materials or to dispose of radioactive wastes.

Other Local Government matters

- (x) The Secretary of State is concerned, in the same way as is the Minister of Housing and Local Government in England, that Welsh local authorities conform to approved national policies. They require his approval for new capital projects, which may fall within his own executive field or within the field of some other Departments, for which they propose to meet the cost by borrowing, and may have to submit for his determination a matter in which a proposed action on their part has given rise to local public or private objections. The Secretary of State is thus responsible for the approval of proposals by local authorities to raise loans to build swimming pools, sports halls, schools and other educational institutions, police houses, community centres, crematoria and council offices or to provide cemeteries, refuse tips and playing fields.
- (xi) The Secretary of State's approval has also to be sought for the carrying out of Coast Protection Works and Private Street Works. The Secretary of State is also responsible for dealing with a variety of miscellaneous local government matters, such as appeals against decisions of district auditors, the approval of burial and cremation fees, clean air matters, the sanctioning of conference expenses, the approval of salaries of clerks of county councils, the conduct of local authority business matters and approval of proposed contributions by local authorities to other bodies.
- (xii) By virtue of his executive and oversight responsibilities in the field of local government, the Secretary of State is primarily responsible for local government reorganisation in the Principality and his work on this has been referred to in paragraph 20.

Roads

- (xiii) The Secretary of State is responsible for a wide range of statutory highway functions in Wales under the appropriate Highway, Traffic, Transport and Planning legislation. In general he exercises in Wales all those functions connected with roads, including the control of road traffic, which in England are exercised by the Minister of Transport. Government responsibilities in respect of vehicles and drivers in Wales continue to be exercised by the Minister of Transport.
- (xiv) The Secretary of State is the highway authority for trunk roads in Wales and is responsible for their construction, improvement and maintenance. He is responsible for the allocation of grants to local authorities for the construction and improvement of principal roads. He also issues grants for the improvement of highways under the Local Employment Acts 1960–1966 and grants towards capital expenditure on public transport facilities under the Transport Act 1968.
- (xv) He is responsible for making or confirming a wide range of Traffic Regulation Orders governing the use of Welsh roads by vehicular traffic, and also for the promotion of road safety in Wales.

Arts and culture

- (xvi) The Secretary of State is responsible for the formulation of Government policy towards the use of the Welsh language (other than in education) and for administering a Government grant to assist the publication of books in Welsh for adults.
- (xvii) The National Library and Museum operate under their own charters but Government grants to them are made by the Secretary of State.
- (xviii) The Secretary of State is not responsible for the work of the Welsh Arts Council but he is involved in the appointment of members and he is brought into discussion of arts problems in Wales and maintains a close interest in the work of the Arts Council and of arts bodies generally in Wales.

Forestry

- (xix) The Forestry Commission is appointed by Her Majesty and has its own Vote. Ministerial responsibility for it (relating to advice on Commissioner appointments, and the level of financial support and the control over land acquired for afforestation) is shared between the Minister of Agriculture and the Secretaries of State for Scotland and Wales.

Health

- (xx) On 1st April, 1969, the Secretary of State became responsible for the health and welfare services in Wales. The main responsibilities under this heading are:
 - (a) The development of hospital services in Wales. This includes the allocation of grants for the hospital building programme; the issue of advice to hospital authorities on developments in policy; the management of the artificial limb and appliance centres.
 - (b) The development of policies in the local authority health and welfare services. This includes such matters as vaccination, mental health, care of the aged, and health centres.
 - (c) The management of Executive Council services in Wales. This covers general practice, dental services, pharmaceutical services and optical services.

- (d) The making of appointments to various committees and bodies managing the health services in Wales. This includes the Welsh Hospital Board, the Board of Governors of the United Cardiff Hospitals and the Executive Councils.
- (xxi) Where a function relates to the whole of England and Wales, it is exercised as before by the Secretary of State for Social Services but in consultation with the Secretary of State for Wales. National Health Service Whitley Council matters are a shared responsibility and negotiations on pay and conditions of service continue to be conducted centrally with the Welsh Office represented in them.

Agriculture

- (xxii) Since 1st April, 1969, the Secretary of State shares with the Minister of Agriculture responsibilities for agriculture and fisheries in Wales, including:
 - (a) The administration of various grants and subsidy schemes for agriculture in Wales.
 - (b) Negotiations connected with the Price Review in which the Secretary of State is a partner in the Agricultural Minister's team.
 - (c) Parliamentary business in which the Secretary of State is normally the Government spokesman on Welsh matters.
 - (d) Welsh appointments to national bodies and the establishment of committees in Wales, including County Agricultural Executive Committees.

Ancient Monuments

- (xxiii) Also on 1st April, the 113 monuments which were under the care and guardianship of the Minister of Public Building and Works were transferred to the Secretary of State, together with responsibilities for the Statutory protection of just over 2,000 scheduled monuments in private ownership. The Minister will be responsible for custody and maintenance on behalf of the Secretary of State. The latter will henceforth appoint the Ancient Monuments Board for Wales.

Tourism

- (xxiv) The Welsh Office has a close working relationship with the Wales Tourist Board to which it appoints an assessor. Under the Development of Tourism Bill now before Parliament, the Secretary of State should be responsible for appointing, and providing Government finance for, a new statutory Tourist Board for Wales.

OVERSIGHT FUNCTIONS

33. The Prime Minister's statement of 19th November, 1964, referred to in paragraph 28 explained that "the application of national policies in Wales will be for the Ministers centrally responsible; but my rt. hon. Friend will have oversight in Wales of the execution of national policy by [them]". In a speech on 24th July, 1965, the Prime Minister elucidated this further by saying that "the Secretary of State for Wales has . . . real powers to oversee the activity of all Government Departments in Wales and to see that they co-ordinate".

34. One important field in which this co-ordination takes place is that of economic and regional planning. Whereas in the English regions the lead in securing co-ordination between the various Departments concerned is taken by the regional officers of the Department of Economic Affairs, in Wales the lead

is taken by the Welsh Office which for this purpose works in close touch with the headquarters of the Department of Economic Affairs in order to ensure that planning in Wales fits into the Government's overall strategies for development. It also liaises closely with the D.E.A. staffs in the regions of England with which it has a common boundary.

35. The discharge of the Welsh Office's co-ordinating function is done in part in Whitehall. The Secretary of State is a member of the Cabinet and the Minister of State and the Parliamentary Under-Secretary of State represent him on certain Ministerial Committees. In this way Welsh considerations are taken into account when general United Kingdom policy issues relating, for example, to fiscal and Development Area policy, health, the social services, housing and transport are considered by the Government. Again Welsh Ministers collaborate with their colleagues in charge of other Departments in day-to-day policy discussions and work in preparing legislation for presentation to Parliament. Senior officials of the Welsh Office are members of a wide range of central inter-Departmental official committees.

36. The co-ordinating function is also discharged in Wales itself where, as explained in the historical section of this memorandum, most of the main Departments now have regional offices of one kind or another. This co-ordination is achieved partly by day-to-day ad hoc liaison between the various offices and partly through the following two standing committees whose membership is shown in Table 5 on page 20:

(a) The Conference of Heads of Government Offices in Wales

This Conference meets in Cardiff seven or eight times a year under the chairmanship of the Permanent Under-Secretary of State of the Welsh Office. Its membership, as the name implies, consists of Heads of most of the offices of Government Departments in Wales. The purpose of the meetings is to enable a full exchange of information to take place about the major activities of these departments in the Principality and to enable both the Welsh Office and other Departments to raise issues of concern to the Secretary of State. The Conference thus provides a regular formal means of liaison and consultation at a senior level within the Government machine; and

(b) The Welsh Planning Board

(i) The Planning Board's work is linked mainly with the Secretary of State's responsibilities for formulating long term economic strategy for Wales and for furthering the economic development of the Principality. The board consists of the senior civil servants of the main Departments concerned in any way with economic planning. It meets on average about every two months under the chairmanship of the Assistant Under-Secretary of State who deals with economic affairs in the Welsh Office. Its main functions are to co-ordinate the regional economic planning work of departments and to assist both the Secretary of State and the Welsh Council in developing a planning strategy for Wales.

(ii) In addition to the full meetings of the Board, Committees and Steering Groups meet frequently. In this way, continuous liaison is effected on economic matters between the Welsh Office, the Board of Trade (e.g. on such matters as policies for industrial development, location of advance factories); the Department of Employment and Productivity (on such matters as employment and training); the Ministry of Power (on questions such as colliery closures, the development of the petroleum industry and the steel industry); and with other Departments

concerned with economic affairs. The Board serves the Welsh Council and since the responsibilities of this now extend beyond the purely economic field, the Board's functions and membership have also been widened accordingly.

37. Through his executive and oversight functions, the Secretary of State is involved either wholly or in part in the making of appointments to a number of executive, advisory or appellate bodies. These are listed in the Appendix. Further insight into the nature of the work done by the Welsh Office, as well as by other Departments in Wales, may be got from the Annual Reports on Wales presented to Parliament by the Secretary of State (see Cmnd. 3930 for 1968) and from the White Paper "Wales: the Way Ahead" published in July, 1967 (Cmnd. 3334).

IV. FINANCE

PUBLIC EXPENDITURE

38. The total public expenditure attributable to Wales is not accurately known but might (assuming a per capita apportionment of the 1967/68 United Kingdom total of £16,256 million) amount to approximately £800 million. All of this is not identifiable as expenditure in Wales itself. The identifiable expenditure is £532 million. This excludes expenditure on defence, overseas commitments and social security. It includes expenditure by the local authorities as well as by Government Departments. It also includes £127 million of capital expenditure by the nationalised industries in Wales. The composition of the identifiable £406 million spent by Government Departments and local authorities is shown in Table 2, which covers expenditure on both current and capital account (approximately £272 million and £134 million respectively). It will be seen from this table that the total public expenditure for which the Secretary of State has a responsibility amounts to some £206 million a year or a little over a quarter of the attributable, and a little over half of the identifiable expenditure by Government and local authorities in Wales.

TABLE 2
*Identifiable expenditure in Wales by Government
Departments and Local Authorities in 1967/68*

	£ million
A. Secretary of State for Wales	
Roads	31.4
Housing	43.8
Environmental Services	38.2
Health and welfare	83.5
National Library and National Museum	0.7
Forestry	8.7
	<hr/>
B. Other Ministers	206.3
Education and arts	86.7
University	17.3
Law and Order	20.6
Children's services	11.1
Ports and airports	1.3
Investment grants	20.6
Promotion of local employment	6.0
Agriculture	17.1
Research councils	1.5
Other	17.3
	<hr/>
	199.5
Total	<hr/> 405.8 <hr/>

39. The control of capital expenditure in the public services depends largely on the volume of new construction and works that are permitted to begin. Table 3 shows the main identifiable components of new construction and works, some three-quarters of which comes under the control of the Secretary of State.

TABLE 3
*Public expenditure on New Construction and Works
in Wales in 1967/68*

	£ million
A. Secretary of State	
Roads and lighting	14.0
Housing	30.9
Environmental Services	14.8
Health and Welfare	7.0
	<hr/> 66.7
B. Other Ministers	
Education	9.1
Public Building and Works	1.2
Ports and other Transport	1.4
Others	7.6
	<hr/> 19.3
Total expenditure on new construction and works	<hr/> 86.0

40. The word control used in the two preceding paragraphs needs qualification. A large part of the total expenditure is the direct responsibility of the local authorities, hospitals and other agencies such as the Forestry Commission, and only a part is the direct responsibility of the Welsh Office. The extent to which the Welsh Office effectively controls the total expenditure which comes under its wing thus varies from service to service. For example, for capital and revenue expenditure under direct Welsh Office control it is complete, whereas for the greater part of local authority revenue expenditure it is limited to the part that the Secretary of State can play in general Ministerial discussion of the national levels of rate support grants: once these have been determined, their distribution to individual local authorities is done by formulae applied by the Ministry of Housing and Local Government to all the authorities in England and Wales. The immediately following paragraphs summarise the ways in which public expenditure is controlled for each main service.

41. In the case of *roads* a five-year programme is rolled forward each year by the Road Programme Committee of officials. For England, Scotland and Wales, sums are determined for each class of road and for capital and maintenance expenditure. After these programmes have been confirmed by Ministers, the Welsh Office prepares its Estimates accordingly in consultation with the Treasury.

42. The ability of the Welsh Office to ensure that these expenditure programmes are adhered to varies according to the nature of the roads. Because it pays the whole cost, the Office has direct and full control over trunk road construction and maintenance. Because it pays 75 per cent of the cost, it has firm control over expenditure on the construction of principal roads. For the construction of all other roads and for the maintenance of these, as well as of principal roads, there is a wide discretion left to the local authorities, subject to the limitations on their rate support grants and the need for local authorities to obtain Welsh Office sanction for any scheme requiring the raising of loans.

43. In the case of *housing*, initiative rests essentially with the local authorities but control is exercised through housing subsidy and loan sanction procedures. The programme is made up in terms of the numbers of new houses which the

local authorities (and new town corporations) are permitted to start in each of the three countries, these programmes being constructed by the responsible Department in each case (the Welsh Office for Wales), subject to determination by United Kingdom Ministers (including the Secretary of State for Wales) collectively of the total housing programme within the total of public expenditure programmes as a whole.

44. *Environmental services* cover a range of services such as water supply, sewerage, acquisition of land for development, and refuse disposal for each of which an overall ceiling for capital expenditure is determined in the annual public expenditure survey. The initiative to undertake schemes again rests with the local authorities but before capital works can be carried out, Welsh Office approval of the schemes and loan sanction is needed.

45. For *health*, one of the objects of policy is to provide a generally acceptable standard of service throughout Great Britain. The design of the programmes on this basis rests with the Health Departments—the Welsh Office in the case of Wales—within the total of resources allocated to Health Services by United Kingdom Ministers collectively, as in the case of housing, within the total of public expenditure programmes and in the light of the specific proposals of the Health Departments.

46. Capital expenditure by the hospital service (all of it Government financed) is controlled by approval of the building programme and specific approval of schemes costing over £250,000. Finance to meet hospital revenue expenditure is provided after discussion with the hospital authorities of their three-year forward programmes. Control of local authority expenditure on health and welfare (apart from that imposed by the rate support grant) is limited to the granting of loan sanctions for capital projects. Expenditure on Executive Council services is largely dependent on the levels of charges and remunerations and of public demand and is not controlled by the Welsh Office.

47. In the field of *miscellaneous expenditure*, grants-in-aid on a scale agreed with the Treasury and Department of Education and Science are paid to the National Library and Museum after their estimates have been scrutinised. These grants cover 100 per cent of approved revenue and 90 per cent of approved capital expenditure so that the control over their expenditure, although indirect, is firm. Grants-in-aid to other bodies such as the Development Corporation and Wales Tourist Board are individually negotiated with the Treasury.

48. The *Forestry Commissioners* have their own Vote and the financial control over them is operated directly by the Treasury. The Secretary of State can influence their expenditure through the joint discussions, especially on the planting programme, that he and the other Forestry Ministers have with the Chancellor.

WELSH OFFICE VOTES

49. Part of the Welsh Office public expenditure programmes shown in Tables 2 and 3 is financed from local authority rates and from rate support and other grants to the local authorities but a large part of it is financed from moneys voted annually by Parliament, under five separate Votes. The procedures for preparing estimates for submission to Parliament, for reporting on the ways in which the sums voted have been appropriated and the arrangements for scrutiny by the Select Committee on Estimates, the Public Accounts Committee and the Comptroller and Auditor General are exactly the same for the Welsh Office as for other Government Departments. The composition of the Welsh Office Votes is shown by the summary of the Estimates for 1969–70 in Table 4.

TABLE 4
Welsh Office Votes
Estimates for Expenditure in 1969-70

Class VI.	3	Welsh Office	£	£
		Administration		
		Salaries, Information Service and general administrative expenses	1,455,000	
		Tribunals and Referee Services		
		Rent, Valuation Panels etc., Planning Inquiry Commissions, Medical, Dental Referee Services and Mental Health Review Tribunal	194,000	
		Environmental services		
		Grants for planning, development, improvement, public open spaces and safety, etc., Management of land in Snowdonia National Park	99,000	
		Derelict land etc.	770,000	
		Compensation, under Town and Country Planning Act 1962 etc.	146,000	
		Water supply and sewerage grants	850,000	
		River authorities	58,000	
		Coast protection, oil pollution, clean air	236,000	
		Civil Defence	9,000	
		Tax and Rating Payments including S.E.T. refunds to local authorities etc.	9,251,000	
		Other services		
		Welsh Book Grant	7,500	
		Wales Tourist Board	13,500	
		Development Corporation for Wales	10,000	
		Research surveys	51,000	
		Historic Buildings	48,000	
		Other	700	
		Investiture (before allowing for appropriations-in-aid)	252,000	
		Gross Total		13,450,700
		Less Appropriations in Aid		254,700
		NET TOTAL		13,196,000
Class VI.	6	Housing		8,477,000
Class VI.	15	National Health Service etc.		
		Hospitals, etc. services	57,503,000	
		Executive Council Services	22,416,000	
		Miscellaneous health and welfare services	2,699,000	
		Gross Total	82,618,000	
		Less Appropriations in Aid	8,149,000	
		NET TOTAL		74,469,000
Class IV.	6	Roads and Transport Services		
		New construction and improvements	12,895,000	
		Road lighting	110,000	
		Maintenance	2,005,000	
		Assistance to public passenger transport	50,000	
		Other Transport Services (surveys and road safety)	53,000	
		Other Services	75,000	
		Gross Total	15,188,000	
		Less Appropriation in Aid	16,000	
		NET TOTAL		15,172,000
Class VIII.	15	Museums, Galleries and the Arts		
		National Library of Wales	317,250	
		National Museum of Wales	416,500	
		Council of Museums in Wales	1,250	
		NET TOTAL		780,000
		GRAND TOTAL OF WELSH OFFICE ESTIMATES		£112,094,000

50. The procedures for working out the programmes of public expenditure in Wales have been developed in the light of various needs. It is considered necessary to ensure a broad comparability in the standards of roads, housing, hospital and other Services throughout the United Kingdom but at the same time to allow the Secretary of State sufficient flexibility to enable him to take into account the special requirements and problems in Wales. It is also necessary to have procedures which enable the Secretary of State to interest himself in Welsh aspects of other Ministers' programmes as well as to plan and execute the programme for which he has himself the direct Ministerial responsibility. To meet these requirements, each individual Welsh Office programme is worked out in close co-operation with the appropriate Whitehall and Scottish Departments. Account is taken of special Welsh problems as each programme is worked out in this way. In addition, after the individual programmes have been prepared, the Secretary of State examines his programmes to see whether when they are looked at as a whole any further adjustments are needed to them. Finally, information is being developed which increasingly enables the Secretary of State not only to look at his own programmes in relation to the corresponding English and Scottish programmes but also to take a view of the Welsh part of other Ministers' programmes.

V. ORGANISATION AND STAFFING

51. The total number of non-industrial civil servants employed by principal Government Departments in Wales and Monmouthshire is given in Table 5. In general the largest numbers are employed in Departments which provide widespread services through local offices, e.g. the Post Office (16,151 persons), Social Security (3,299) and Employment and Productivity (1,673). The Inland Revenue also has a large establishment in Cardiff dealing with the tax of all U.K. civil servants (except the Post Office).

52. The majority of Departments have established offices in Wales since the war and in some cases the responsibilities extend beyond the boundary of Wales and Monmouthshire. Thus the Wales and Border H.Q. of the Post Office as its name suggests, extends its activities well into England. The Board of Trade's Investment Grants Office in Wales covers the Midlands and South West England in addition to Wales and their Registry of Shipping and Seamen at Cardiff deals with matters affecting British ships and seamen not only within Britain but throughout the world. Other Departments have no Wales Office, the Ministry of Transport's Office at Bristol dealing with certain functions in Wales not covered by the Welsh Office. There is a correspondingly wide variation in the policy content of the work done in the different offices. Thus the Welsh Office is a full Government Department and has a relatively high proportion of administrative staff. The Offices of the Department of Education and Science and Ministry of Agriculture are the only other offices with officers of Under Secretary rank. At the other end of the spectrum are small offices dealing with a limited range of inspection work.

53. In all cases, including the Welsh Office, the staffs are an integral part of the British Civil Service with the same pay and conditions of service as elsewhere, recruitment is normally through the Civil Service Commission, establishment problems are co-ordinated by the Civil Service Department and there is interchange of staff with other offices in England and Scotland.

54. The Welsh Office has a small London Office with a staff of about 25 out of the total Welsh Office staff of some 750. It consists of the Secretariat needed in London by the Secretary of State, his two Ministerial colleagues and the Permanent Secretary and a small unit in charge of an Under-Secretary dealing with Parliamentary business, liaison at headquarters level with other Departments, briefing on Cabinet and other papers, etc.

55. The main office is in Cardiff where Ministers and the Permanent Secretary also spend part of their time. The organisation of the main office is best explained by saying that the basic work unit is the Division under the control of an Assistant Secretary and with the appropriate professional staff working alongside it. Each Division deals with a clearly defined subject field and requests by Ministers for advice normally go direct to it. There are eight administration Divisions in Cardiff dealing with the following main subjects:

- { Hospital Services.
- { General practitioner services and local authority health and welfare services.
- { Town and country planning.
- { Roads.
- { Housing, water, sewerage, etc.
- { Local government reorganisation.
- { Economic (inter-Departmental co-ordination in the economic field and Secretariat of Welsh Council, Passenger Transport Co-ordinating Committee for Wales and Welsh Advisory Committee for Civil Aviation).
- { General (forestry, tourism, Welsh language and culture; and inter-Departmental co-ordination in the non-economic field).

Their work is co-ordinated by three Under-Secretaries dealing with the bracketed groups of Divisions. The Cardiff Office also has four Divisions dealing with general services (Establishments, Finance, Legal and Information). These, together with the three Under-Secretaries in Cardiff and the one in London, report to the Permanent Secretary, who co-ordinates the work of the Welsh Office as a whole and is the Accounting Officer.

56. On agricultural matters the Secretary of State is serviced by the staff of the Ministry of Agriculture and Fisheries in Aberystwyth (and when necessary by the Ministry in London). For ancient monuments he is serviced by the Director for Wales of the Ministry of Public Building and Works.

TABLE 5
Non industrial staffs of Government Departments in Wales and Monmouthshire 1969

Department	Number
*† Welsh Office	756
*† Agriculture, Fisheries and Food	1,314
* Customs and Excise	450
* Defence Air	1,257
Army	1,265
Navy	1,731
* Education and Science	88
*† Employment and Productivity	1,673
* Forestry Commission	407
* Home Office	445
* Inland Revenue	4,490
*† Land Commission	70
Lord Chancellor's	495
* National Savings	47
*† Post Office	16,151
*† Power	44
*† Public Building and Works	722
*† Social Security	3,360
*† Technology	447
*† Trade	676
† Transport	355
Total	36,243

* Represented on Conference of Heads of Government Offices in Wales. In the case of Inland Revenue representation is of the Valuation Department.
† Represented on the Planning Board.

APPENDIX

Appointments to Boards, Committees, etc.

List A shows the authorities, etc., to which the Secretary of State makes appointments, under statutory powers or otherwise, either himself or jointly with other Ministers.

List B shows the authorities, etc., to which other Ministers or other bodies make appointments after consultations with the Secretary of State.

When this paper was prepared, arrangements had not been completed for the numerous advisory and other bodies in the fields of agriculture and health, for which the Secretary of State assumed new responsibilities on 1st April 1969. As a comprehensive statement could not be given at that stage, agriculture and health are not included in the lists, except for the executive Health Service Authorities operating in Wales.

LIST A

APPOINTMENTS MADE BY THE SECRETARY OF STATE

In relation to bodies covering Great Britain or England and Wales together the power of appointment is a joint one shared with another Minister or other Ministers; in practice the Secretary of State is mainly concerned in these instances with the appointment of members having relevant knowledge or experience in Wales. In relation to bodies operating only in Wales, in some instances he appoints only a proportion of the members (identified by the number he appoints shown in brackets), other appointments being made by another Minister (shown where appropriate) or by other bodies such as local authorities. Examples of this are River Authorities which have a majority of members from local authorities in their area.

(a) EXECUTIVE

(i) *Bodies covering Great Britain or England and Wales*

Countryside Commission
National Building Agency
Water Resources Board
Housing Corporation

}

*Minister joined in
the appointment*

Minister of Housing and
Local Government.

Minister of Housing and
Local Government and
Secretary of State for
Scotland.

(ii) *Bodies operating only in Wales (or partly in Wales and partly in England).*

Cwmbran Development Corporation
Mid-Wales Development Corporation
Health Service Authorities—
 Welsh Hospital Board
 Board of Governors—United
 Cardiff Hospitals
Executive Councils of Counties and
 County Boroughs (5 members on each)
Welsh Joint Pricing Committee (4)
National Park Authorities—
 Pembrokeshire National Park
 Planning Committee (6)
 Brecon Beacons National Park
 Joint Advisory Committee (6)
 Snowdonia National Park Joint
 Advisory Committee (8)
 Caernarvonshire Park Planning
 Committee (6)
 Denbighshire Park Planning
 Committee (3)
 Merioneth Park Planning
 Committee (6)
 Breconshire Park Planning
 Committee (7)

Monmouthshire Park Planning
Committee (5)
Carmarthenshire Park Planning
Committee (3)

Rural Development Board

River Authorities (wholly in Wales)

Glamorgan (6) (5)

Gwynedd (4) (9)

South West Wales (5) (8)

Usk (5) (6)

River Authorities (Border areas)

Dee and Clwyd (5) (7)

Severn (8) (9)

Wye (4) (6)

Wales Tourist Board (4)

(b) ADVISORY

(i) *Bodies covering Great Britain or
England and Wales*

Building Regulations Advisory
Committee

Central Housing Advisory
Committee

Inland Transport Research and
Development Council

(ii) *Bodies operating only in Wales*

Ancient Monuments Board for Wales

Historic Buildings Council for Wales

Passenger Transport Co-ordinating
Committee for Wales

Sports Council for Wales (5)

Welsh Council

Welsh Language Translation
Advisory Panel

(c) APPELLATE

Rent Assessment Panel for Wales

Forestry Commission Reference
Committees (North and South
Wales Conservancies)

(Joint appointment with
Minister of Agriculture,
Fisheries and Food).

(The second figure in
brackets represents addi-
tional appointments
made jointly with
Minister of Agriculture,
Fisheries and Food).

(Joint appointment with
Minister of Housing and
Local Government of the
first number in brackets,
and with Minister of
Agriculture, Fisheries
and Food of the second
number).

*Minister joined in the
appointment*

Minister of Housing and
Local Government.

Minister of Transport and
Secretary of State for
Scotland.

(Joint appointment with
Minister of Transport).
(Appointments made in
consultation with
Secretary of State for
Education and Science.
Some other appointments
made by Secretary of
State for Education and
Science).

(Joint appointment with
the Lord Chancellor).

LIST B

APPOINTMENTS MADE BY OTHER MINISTERS OR AGENCIES IN CONSULTATION WITH SECRETARY OF STATE

In some instances the Secretary of State has a statutory or similar right to be consulted (e.g. Welsh Arts Council, Welsh Committee of Countryside Commission), in others the consultation is informal (e.g. Clean Air Council). In some instances (identified as in List A by the number of members concerned shown in brackets) the consultation relates only to a proportion of the membership.

(a) *Bodies covering Great Britain or England and Wales*

Clean Air Council	National Insurance Advisory Committee (1)
Council on Tribunals (1)	Industrial Injuries Advisory Council (1)
Development Commission (1)	National Bus Company (1)
Forestry Commission	Natural Environment Research Council
Land Commission (1)	Nature Conservancy
Independent Television Authority (1)	The Arts Council
Supplementary Benefits Commission (1)	The Sports Council (2)
	University Grants Committee

(b) *Bodies operating only in Wales*

Boundary Commission for Wales	Court and Council of University College of South Wales and Monmouthshire (2)
British Council—Welsh Advisory Committee	Aberystwyth (3)
Broadcasting Council for Wales (1)	North Wales (3)
South Wales Electricity Board	Swansea (3)
South Wales Electricity Consultative Council	Council of University of Wales Institute of Science and Technology (1)
Merseyside and North Wales Electricity Board (Chairman, Deputy Chairman and members from Wales)	Wales Gas Board
Merseyside and North Wales Electricity Consultative Council (Chairman, Deputy Chairman and members from Wales).	Wales Gas Consultative Council
National Library—Court (12) and Council (5)	Forestry Commission National Committee for Wales and Advisory Committee for North and South Wales Conservancies
National Museum—Court (12) and Council (5)	Welsh Advisory Committee for Civil Aviation
Nature Conservancy Sub-Committee for Wales	Welsh Arts Council
Transport Users Consultative Committee for Wales	Welsh Committee of Countryside Commission (Appointments by Commission)
University Institutions—Court and Council of University of Wales (3)	Welsh Committee of Water Resources Board (Appointments by Board)
	Welsh Industrial Estates Management Corporation.

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